

# PEEL: Police effectiveness 2017

An inspection of Dyfed-Powys Police



March 2018

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ISBN: 978-1-78655-536-6

[www.justiceinspectors.gov.uk/hmicfrs](http://www.justiceinspectors.gov.uk/hmicfrs)

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## Force in numbers



### Calls for assistance

Incidents per 1,000 population 12 months to 30 June 2017

Dyfed-Powys Police

England and Wales

**231**

**282**



### Anti-social behaviour

Anti-social behaviour (ASB) incidents per 1,000 population 12 months to 31 March 2017

Dyfed-Powys Police

England and Wales

**31**

**31**

Change in ASB incidents 12 months to 31 March 2016 against 12 months to 31 March 2017

Dyfed-Powys Police

England and Wales

**+7%**

**-0.05%**



### Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2017

Dyfed-Powys Police

England and Wales

**43**

**77**

Change in recorded crime 12 months to 30 June 2016 against 12 months to 30 June 2017

Dyfed-Powys Police

England and Wales

**+5%**

**+14%**



## Crime outcomes\*

Charged/summonsed

Dyfed-Powys Police

England and Wales

11%

10%

Evidential difficulties: suspect identified but victim does not support action

Dyfed-Powys Police

England and Wales

17%

13%

Investigation completed but no suspect identified

Dyfed-Powys Police

England and Wales

25%

48%



## Domestic abuse

Domestic abuse incidents per 1,000 population 12 months to 30 June 2017

Dyfed-Powys Police

England and Wales

8

15

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017

Dyfed-Powys Police

England and Wales

12%

11%



## Organised crime groups

Organised crime groups per 1 million population as at 1 July 2017

Dyfed-Powys Police

England and Wales

16

47

\*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2017. For further information about the data in this graphic please see annex A.

## Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.<sup>1</sup> Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Dyfed-Powys Police was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016<sup>2</sup> remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

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<sup>1</sup> More details of the interim risk-based approach are on the HMICFRS website:  
[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

<sup>2</sup> The 2016 effectiveness report for Dyfed-Powys Police is on the HMICFRS website:  
[www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-dyfed-powys](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-dyfed-powys)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Good

Question	Grade	Last inspected
Preventing crime and tackling anti-social behaviour	 Good	2016
Investigating crime and reducing re-offending	 Good	2017
Protecting vulnerable people	 Requires improvement	2017
Tackling serious and organised crime	 Good	2016
Specialist capabilities	Ungraded	2017

### Summary

Dyfed-Powys Police is good at keeping people safe and reducing crime. The force has made improvements since 2016, and HMICFRS is confident that Dyfed-Powys Police will continue to make steady improvements to the services it provides to the public.

Dyfed-Powys Police is good at investigating crimes but there remains room for improvement. In most cases, the force attends incidents promptly, and when officers arrive at the scene, they take appropriate steps to identify and secure evidence.

While the force conducts thorough telephone investigations and investigates cases of fraud to a good standard, the quality of handovers between teams could improve and supervision is not always effective.

The force is now taking a victim-focused approach to the allocation of cases for all crime; specialist investigators deal with the majority of high-risk and complex cases. The force's investigative capacity and capability are sufficient to cope with the demand for its services, and the force is good at keeping victims updated throughout an investigation.

The force generally works well with partner organisations, such as local authorities and probation services, making good use of a variety of approaches to manage offenders. However, it does not have effective processes for monitoring offenders who are not yet detained.

Dyfed-Powys Police requires improvement in the way it protects vulnerable people. On a positive note, the force has a clear definition of vulnerability, and a plan for protecting vulnerable people. It is also good at identifying victims with mental health problems. However, while the force investigates crimes involving vulnerable victims to an adequate standard, it could improve some aspects of this work. The quality of information provided in risk assessment forms varies and supervisory oversight could be better. The force needs to understand why its arrest rate for domestic abuse has fallen, and how to best use legal powers to protect victims. Although the force works well with other organisations to support vulnerable people, improvements are required in its management (in partnership) of the risk posed by dangerous and sexual offenders.

Dyfed-Powys Police has the necessary arrangements in place to fulfil its national policing responsibilities, and to respond to an attack requiring an armed response.

# Investigating crime and reducing re-offending



**Good**

## Initial investigation

Dyfed-Powys Police provides a good initial investigative response. It assesses incidents thoroughly and grades them using an established and structured process known as THRIVES.<sup>3</sup> In the majority of the case files we reviewed prior to the inspection, we found that the grading and response to incidents was appropriate, particularly where the threat or risk of harm to the victim required an immediate response. We also found that, in the vast majority of cases, the force achieved a response within its own target time of 20 minutes - in spite of the large geographical size of the force area and logistical difficulties in getting to some incidents. Once officers arrive at the scene, they take appropriate steps to identify and secure evidence during the 'golden hour'.<sup>4</sup>

Dyfed-Powys Police has responded well to HMICFRS' 2016 effectiveness report, in which we recommended that the force should revise its crime allocation policy to ensure that it was victim-focused, and that appropriately qualified officers and staff should deal with complex and high-risk cases. At the time of the 2016 inspection, the force was not taking a victim-focused approach to the allocation of all crime, in that some cases were allocated to officers who did not have the right skills or experience to investigate the crime. We were therefore pleased to find the force had introduced a new crime allocation policy based on the threat, harm and risk involved. During the 2017 inspection, the new process for allocating crimes for investigation was working well. The force now allocates most of its investigations appropriately.

Since April 2017, the force investigates some crimes (15 percent of the total recorded at the time of the inspection) over the telephone. In some cases, this is wholly appropriate and the most efficient way of resolving those less serious crimes in which it is immediately apparent that there are no viable lines of enquiry. We reviewed a small sample of telephone investigations during our inspection and found them to be appropriate for this type of resolution.

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<sup>3</sup> The threat, harm, risk, investigation, vulnerability, engagement and safeguarding (THRIVES) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

<sup>4</sup> Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.



The force's figures show that in the 12 months to 30 June 2017, the National Fraud Intelligence Bureau (NFIB) referred 155 fraud cases to the force for further investigation; this is low, compared to other forces. However, the force has processes in place to ensure that it examines referrals from NFIB properly. The force uses data provided by ActionFraud<sup>5</sup> to identify potential 'hot spots' within Dyfed-Powys. It also has data-sharing protocols in place with banks and post offices. Generally, we found that cases involving fraud were investigated well.

## Investigation quality

The quality of investigations conducted by Dyfed-Powys Police is inconsistent. Prior to the inspection, we reviewed a sample of 60 files and found a quarter of these investigations were ineffective. Some investigations lacked proper supervision and not all lines of enquiry had been pursued. However, during the inspection, we found the standard of investigation and supervision had improved since the file review. This reflects recent positive action taken by the force to raise standards with the chief constable's emphasis on "doing the basics brilliantly". For example, we found that the majority of investigations had good investigative plans. Nevertheless, we also found that the quality of handovers was variable and that, on some occasions, either the initial assessment of risk had not been completed or the assessment of standard risk cases lacked good supervisory oversight. This is disappointing, as we commented upon these elements in our 2016 effectiveness report. In the next section of this report, we focus on the impact this inconsistency can have on vulnerable people.

Dyfed-Powys Police's investigative capacity and capability is sufficient to cope with demand and provide a good service. The recent merger of some CID and specialist units into joint investigation units has enabled the force to be more flexible with its investigative capacity and capability in response to unexpected demand. Investigators are given training commensurate with the activities they undertake, although the force acknowledged that not all had yet been formally accredited to undertake serious and complex investigations. The force has a training plan in place to ensure investigators are accredited to PIP (Professionalising Investigation Programme) level 2, the required standard for investigating serious and complex investigations, by mid-2018. Dyfed-Powys Police is good at keeping victims updated throughout the course of an investigation. Automated processes remind officers to contact the victim and supervisors ensure the actions are carried out. We also found that victims of fraud were supported well.

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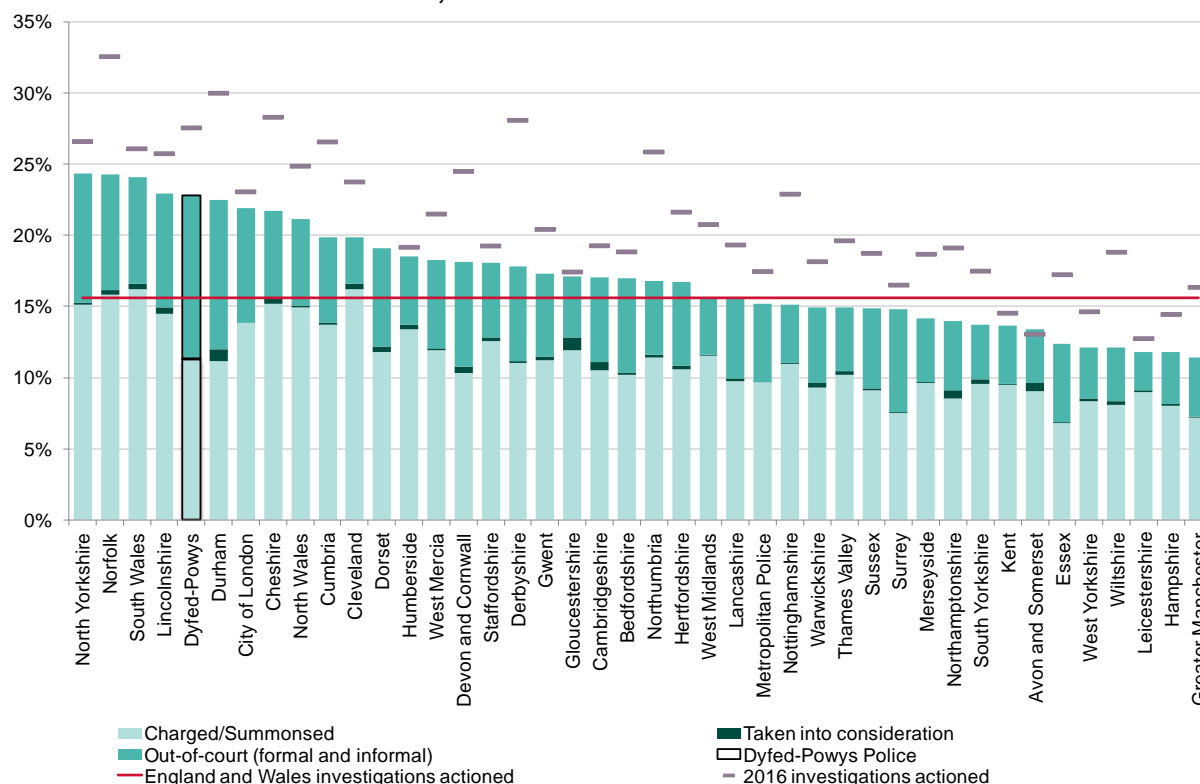
<sup>5</sup> ActionFraud is the UK's national fraud and cyber-crime reporting centre. It provides a central point of contact for information about fraud and cyber-crime. For more information see:

[www.actionfraud.police.uk](http://www.actionfraud.police.uk)

The force has adequate intelligence capabilities to support investigations, including the ability to examine digital devices for evidence. We found evidence of some backlogs in cases because they were awaiting examination of digital evidence. However, the force was fully aware of this and had put in place realistic and sustainable methods for reducing the backlog. These included contracting out some work and employing additional staff to work within the unit.

In Dyfed-Powys, a suspect is more likely to be identified, and action is more likely to be taken, than in the majority of other police forces in England and Wales. The percentage of recorded crimes in Dyfed-Powys in which the suspect has been identified in the 12 months to 30 June 2017 is 57 percent. This is above the England and Wales rate of 39 percent. The percentage of recorded crimes in Dyfed-Powys in which action was taken by the force in 12 months to 30 June 2017 is 23 percent. This is also above the England and Wales rate of 16 percent. The number of cases in which there were evidential difficulties where the suspect has been identified and the victim does not support further action for the period 12 months to 30 June 2017 is 17 percent. This is higher than the England and Wales rate of 13 percent. The force is aware of an increase in the number of cases in which there are evidential difficulties where suspect has been identified but the victim does not support further action, and plans to analyse the reasons for this. The force takes appropriate steps to ensure that investigations are not closed when victims withdraw their support for police action.

**Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017<sup>6, 7</sup>**



**Source: 2016 and 2017 Home Office Outcomes Data**

**For further information about this data, please see annex A**

## Reducing re-offending

Dyfed-Powys Police generally works well with partner organisations, such as local authorities and probation services, making good use of a variety of approaches to manage offenders. However, some aspects of its work to reduce re-offending could improve. The force does not have effective processes for monitoring offenders listed as wanted on the police national computer. We found this to be the case both during the inspection and in our file review. At the time of the inspection, the force was carrying out a review to establish effective monitoring processes.

<sup>6</sup> Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

<sup>7</sup> Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

The force is improving its ability to identify and manage arrested foreign nationals. It is developing a partnership approach with Immigration Enforcement<sup>8</sup> to check identity and nationality, as well as to consider options to remove or deport those people who have committed serious crimes or pose a threat to the public. In the 12 months to 30 June 2017, it was estimated that Dyfed-Powys Police arrested 565 foreign national offenders. All foreign nationals who are arrested are subject to checks for overseas convictions; this helps the force to understand and manage the risk they pose to the public. During the inspection, we found that these checks were being undertaken regularly.

The force is engaged in several well-established integrated offender management (IOM) schemes. With its partner organisations, the force has reviewed which offenders are being included in the IOM cohorts, aiming to promote a greater focus on the most dangerous offenders, for example those who have been convicted of child sexual exploitation and domestic abuse. The new approach increases the focus on the vulnerability of victims and the robust and intrusive management of offenders and the force is making more use of serious harm prevention orders, to deter offenders from re-offending.

#### **Area for improvement**

- The force should ensure that those who are circulated as wanted on the police national computer are located and arrested.

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<sup>8</sup> Part of the Home Office, Immigration Enforcement was set up on 1 April 2012. It is responsible for preventing abuse, tracking immigration offenders and increasing compliance with immigration law. It works with partners such as the police to regulate migration in line with government policy, while supporting economic growth.

# Protecting vulnerable people and supporting victims



Requires improvement

## Identifying vulnerability

Dyfed-Powys Police has a clear definition of what vulnerability is, and its overall delivery plan includes an approach for protecting people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. During the inspection, we were pleased to find that all the officers and staff we spoke to had a clear understanding of the force's approach to dealing with vulnerable people, because of training and the provision of guidance and support.

Dyfed-Powys Police has an understanding of the nature and scale of vulnerability within its communities. It is using information from partner agencies to help understand local demand and monitor performance. For example, the force's domestic abuse problem profile is comprehensive and refers to national trends, third sector data and comparison with other forces. By using partnership information and data, the force should ensure that it can develop a complete understanding of the nature and scale of vulnerability within its communities, both on an overall as well as a case-by-case basis.

During our file review, some aspects of the risk assessment process carried out when people first contact the police were found to be superficial. However, during the inspection, we found that call handlers were using an aide memoire to help understand the THRIVES process. In all of the cases we examined during our inspection, vulnerable people were correctly identified when they first contacted the police. The use of the THRIVES process has been widely communicated to all officers and staff. Call handlers respond to calls quickly and follow the structured initial process to assess risk and decide the grading of the response and recognise vulnerable people at the earliest opportunity. The force's IT systems identify cases involving vulnerable or repeat victims, including victims of domestic abuse, so that this information is clearly visible to staff.

## Initial response

Dyfed-Powys Police conducts the necessary immediate safeguarding actions at initial response to incidents involving vulnerable people, particularly victims of domestic abuse and those with mental health conditions. The force uses the risk assessment process to help decide how best to respond to incidents involving vulnerable people and, where appropriate, trigger additional or specific safeguarding and other services. For example, female victims of rape are given the opportunity to request that a female officer attend in order to minimise further distress.

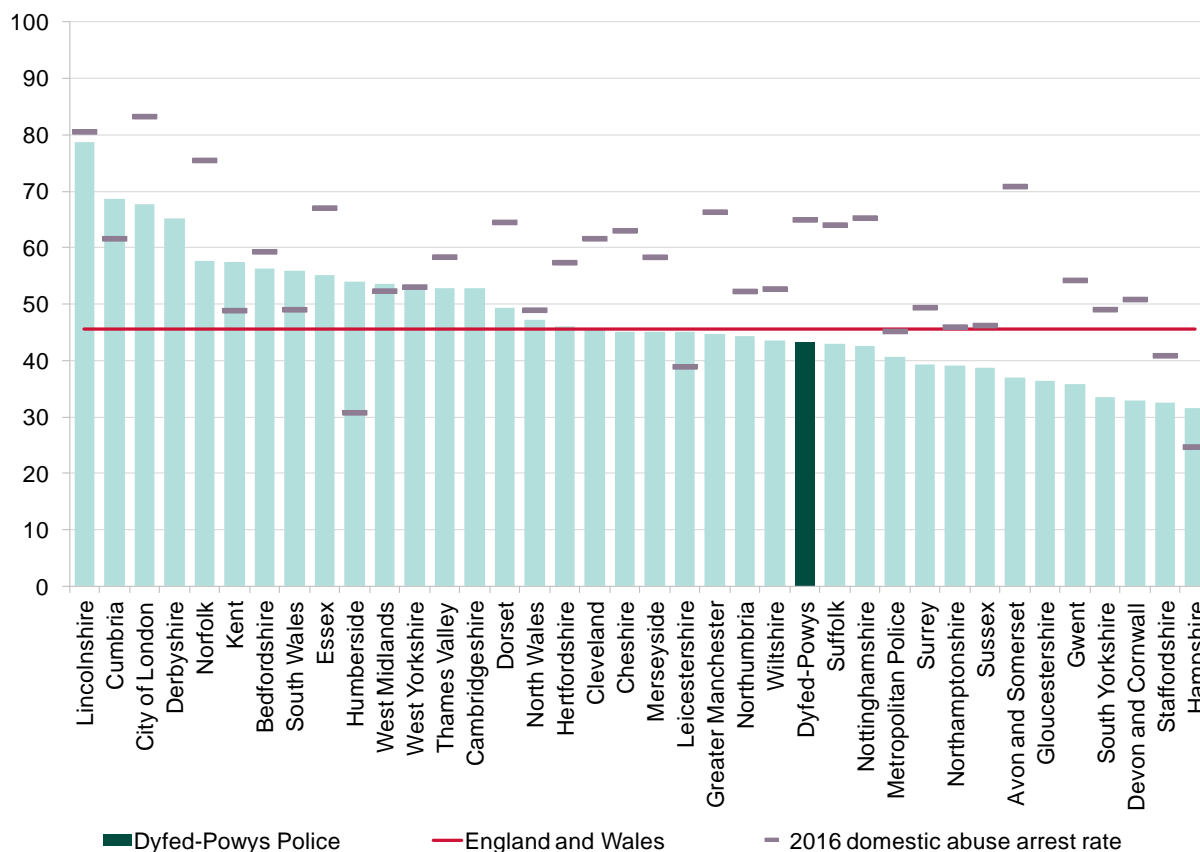
However, the quality of the information on the DASH<sup>9</sup> forms varies. In the majority of cases, officers attending an incident complete the DASH form, but this initial assessment is not always accurate. We also found that supervisory oversight of this process is inconsistent, with backlogs in the number of standard and medium-risk assessments awaiting review by specialist officers. This means that specialist officers may not immediately understand risks to vulnerable victims and, as a result, victims may not receive the additional support they need.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not linked directly to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further information, please see annex A). HMICFRS has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

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<sup>9</sup> DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking, harassment and so-called honour-based violence.

**Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>10, 11</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>12</sup>**

**For further information about this data, please see annex A**

Dyfed-Powys Police’s rate of arrest for domestic abuse-related offences has decreased. For every 100 domestic abuse-related offences recorded by Dyfed-Powys Police there were 43 arrests made in the 12 months to 30 June 2017 (compared to an England and Wales rate of 46). This represents a decrease in the domestic abuse arrest rate of 34 percent when compared to the 12 months to 30 June 2016. The force needs to understand why the rate of arrests in cases of domestic abuse is falling. Force policy requires the use of body-worn video cameras to record evidence in all cases involving domestic abuse. At the time of our

<sup>10</sup> Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

<sup>11</sup> North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

<sup>12</sup> The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

inspection, almost all the equipment had been issued and the majority of officers had access to it. The use of body-worn video cameras to record evidence can be crucial to the success of a case in which a victim withdraws support for police action.

## **Mental health**

Good processes are in place for assessing mental health risk and these help staff to make effective decisions. Officers and staff in the control room have a good understanding of the importance of taking immediate action where necessary to protect people with mental health conditions. Call handlers are able to identify vulnerable and repeat victims who may have mental health conditions. Frontline officers and staff understand their responsibilities, and trained mental health professionals are available to help them identify and assist those people who require additional or specialist support. Most of the officers we spoke to have a clear understanding of the force's approach to mental health. At the time of the inspection, the force had provided mental health awareness training to the majority of frontline officers and staff. It plans to provide further training throughout 2018. Officers and staff we spoke to consistently demonstrated positive behaviours in relation to vulnerable people and vulnerable victims with mental health conditions. In the 12 months to 30 June 2017, Dyfed-Powys Police flagged 5196 incidents on the force control system to identify mental health concerns. This represents 4.4 percent of all recorded incidents on the force control system in Dyfed-Powys. This is higher than the England and Wales rate of 2.8 percent, and an increase of 2.9 percentage points when compared to the 12 months to 30 June 2016.

Dyfed-Powys Police works well with partner organisations to support people with mental health conditions. For example, it has worked with the Hywel Dda local health board to establish a mental health triage service. Since the introduction of the triage service in 2014, the number of detentions under section 136 of the Mental Health Act<sup>13</sup> has fallen by 83 percent. The force is working effectively with other organisations to reduce the need to use police cells as places of safety for vulnerable people awaiting mental health assessments. In the 12 months to 30 June 2017, Dyfed-Powys Police detained 12 individuals under section 136 of the Mental Health Act. This is very low when compared to the rate in England and Wales per population and reflects positively on Dyfed-Powys Police. Triage arrangements are also in place in the control room, with health service practitioners available to assist with the identification of mental health conditions at initial point of contact. This means that the force can direct people to other agencies better equipped to help them and, as a result, save police time.

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<sup>13</sup> Section 136 of the Mental Health Act 1983. This enables a police officer to remove, from a place other than where they live, someone who they believe to be suffering from a mental disorder and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend.



## Investigating crimes involving vulnerable people

The force investigates crimes involving vulnerable victims to an adequate standard, but some aspects of this work need to improve. Crimes are allocated to specialist staff within the force's joint investigation units in Carmarthenshire, Ceredigion and Powys, and in Pembrokeshire to the public protection unit. These staff receive appropriate levels of training and supervision from more senior investigators, with regular opportunities for continuing professional development. During the file review prior to the inspection we found that on some occasions not all viable lines of enquiry had been identified. This included two cases of potential exploitation of a vulnerable person that were closed without a complete investigation. However, the force has recently taken steps to improve the quality of investigation involving vulnerable people by beginning to focus on the need for good supervisory oversight.

Although the force is currently understaffed in some of its specialist units, it is in the process of recruiting officers from other forces who already have the necessary investigative skills. During the inspection, we were told that this process was to be completed by the end of 2017. We found that the workloads of staff operating in an investigative capacity are manageable. The recent merger of some CID and public protection units with the joint investigation units has provided the force with greater capacity and capability with which to investigate cases involving vulnerable people.

The force makes some use of legal powers such as arrests and domestic violence protection orders (DVPOs)<sup>14</sup> to protect victims of domestic abuse. The number of DVPOs issued in the 12 months to 30 June 2017 was 26; for the same period in 2016, the figure was 44. Similarly, the force's use of arrest for domestic abuse-related offences has reduced. In the 12 months to 30 June 2017, Dyfed-Powys Police recorded 429 charged / summonsed outcomes for domestic abuse-related offences. This represents a charged / summonsed rate of 16 per 100 domestic abuse-related offences in Dyfed-Powys. This is a significant decrease (41 percent) when compared to the 12 months to 30 June 2016, where the charge / summonsed rate was 27 per 100 domestic abuse-related offences. The rate of charged / summonsed in Dyfed- Powys is now below the England and Wales rate of 19 charged / summonsed per 100 domestic abuse-related offences. These figures reflect declining arrest rates for domestic abuse-related crimes in Dyfed-Powys since 2015. During our inspection, we were reassured to find that response officers said that they would consider the use of the power of arrest in all cases involving

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<sup>14</sup> Domestic violence protection orders (DVPOs) are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. A DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

domestic abuse. However, the force needs to understand the reasons for the decline in its use of the available legal powers and ensure that it is making the most appropriate decisions to protect vulnerable people.

In the main, Dyfed-Powys Police is effective in its management of sex offenders through multi-agency public protection arrangements (MAPPA),<sup>15</sup> and partner agencies are fully engaged in the process. As of 1 July 2017, the force was managing 633 registered sex offenders (RSOs). Frontline officers are aware of RSOs in their areas as a result of effective daily management meetings and other sources of intelligence, and take an active part in monitoring and managing them. Sex offenders are also managed well by MOSOVO (management of sexual offenders and violent offenders) teams. Although the force acknowledges that the number of offenders eligible for MAPPA continues to increase, we found workloads within the MOSOVO teams to be at manageable levels. The number of very high-risk offenders being managed through MAPPA is lower now than in 2016. Nevertheless, as of 1 July 2017 there were 234 low-risk RSOs, and 85 were awaiting an assessment of the risk they present to the public. However, the responsibility for carrying out these assessments lies with three statutory authorities: the police, the probation service and the prison service. During the inspection we found that 27 RSOs were also awaiting the outcome of home visits. Dyfed-Powys Police recognises these backlogs as a potential risk and it has increased the number of MOSOVO staff. In addition, other specialist staff have been trained to manage RSOs. The force has also engaged the services of a forensic psychologist to help support the management of sex offenders.

## **Partnership working**

Dyfed-Powys Police has well-developed working relationships with partner organisations such as the four local authorities in the force area. For example, it works in a central referral unit (CRU) arrangement that allows the force to share information with partner agencies to develop effective safety plans for both victims and for offenders who need support. However, unlike the effective multi-agency safeguarding hub arrangements found elsewhere in England and Wales, the CRU does not involve the co-location of partner agencies and police. It covers the whole of the force area and deals with each local authority but there is no physical presence of local authority or partner agency staff. All strategy meetings are completed over the telephone, although case conferences are always attended in person. Data sharing is generally effective and vulnerable victims receive a good level of service.

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<sup>15</sup> Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

The number of cases discussed at multi-agency risk assessment conferences (MARACs)<sup>16</sup> in Dyfed-Powys is very high when compared to the number of cases discussed in MARACs in England and Wales as a whole. The force is aware of the high numbers and is working with partner agencies, including the Violence Against Women, Domestic Abuse and Sexual Violence Board, to improve scrutiny of the referral process to the MARAC. As a result of this additional scrutiny, the threshold for referral is now higher and consequently the number of cases being discussed is falling. This should ensure that those people who need safeguarding the most receive more immediate attention.

### **Areas for improvement**

- The force should ensure that there is regular and active supervision of investigations to improve quality and progress with sufficient supervisory oversight to prevent opportunities to safeguard vulnerable victims from being missed.
- The force should ensure that all investigations are completed to a consistently good standard, and in a timely manner, and that the quality of handover information improves.
- The force should ensure that response officers become more proficient at completing risk assessments at initial response.
- The force should improve its overall approach to safeguarding victims of domestic abuse by understanding and taking appropriate action to address the reasons for its low domestic abuse arrest rate and low use of DVPNs and DVPOs.

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<sup>16</sup> A multi-agency risk assessment conference (MARAC) is a meeting where information is shared on the highest risk domestic abuse cases between representatives of local police, health, child protection, housing practitioners, independent domestic violence advisors, probation and other specialists from the statutory and voluntary sectors.

## Specialist capabilities

### Ungraded

#### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>17</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Dyfed-Powys Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed its capability to respond to the six national threats included in the SPR.

An assistant chief constable has been appointed to lead a programme to build the force's capacity to respond to national threats. A senior manager has also been assigned responsibility for monitoring each of the threats and they report frequently to the assistant chief constable. We found this to be an effective means of identifying risks, involving external organisations, engaging the workforce and developing the skills and experience the force requires.

Dyfed-Powys Police has established a comprehensive programme to test its response to national threats. The force recently carried out a training exercise to test its readiness to address simultaneous terrorist attacks at multiple locations.

#### Firearms capability

HMICFRS inspected how well forces were prepared to manage firearms attacks in our 2016 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a firm focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. *The Code of Practice on the Police Use of Firearms and Less Lethal Weapons*<sup>18</sup> makes forces responsible for implementing national

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<sup>17</sup> The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

<sup>18</sup> *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Dyfed-Powys Police operates joint arrangements with South Wales Police and Gwent Police to provide armed policing. The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.<sup>19</sup> The force last reviewed its APSTRA in April 2017.

We found that the designated chief officer scrutinises the APSTRA closely. She formally approves its content, which includes the levels of armed capability and capacity that the threats require. Her decisions and the rationale on which they are based are clearly auditable.

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<sup>19</sup> College of Policing authorised professional practice on armed policing available at: [www.app.college.police.uk/app-content/armed-policing/?s](http://www.app.college.police.uk/app-content/armed-policing/?s)

## Annex A – About the data

The information presented in this report comes from a range of sources, including data published by the Home Office, the Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent.
- All forces were asked to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail within this annex. The source of Force in numbers data is also set out below.

### Methodology

#### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

#### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2016 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

## **Survey of police staff**

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

## **Ipsos MORI survey of public attitudes towards policing**

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

[www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments](http://www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments)

## **Review of crime files**

HMICFRS reviewed 2,700<sup>20</sup> police case files across crime types for:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding);
- actual bodily harm.

Our file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several

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<sup>20</sup> 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use results from the file review as the sole basis for assessing individual force performance, but alongside other evidence gathered.

## **Force in numbers**

A dash in this graphic indicates that a force was not able to supply HMICFRS with data or the data supplied by the forces were not comparable.

### **Calls for assistance (including those for domestic abuse)**

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

### **Recorded crime and crime outcomes**

These data are obtained from Home Office police recorded crime and outcomes data tables for the 12 months to 30 June 2017 and are taken from the October 2017 Home Office data release, which is available from:

[www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

Total police-recorded crime includes all crime, except fraud offences, recorded by all police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time.



- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.
- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.
- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/633048/crime-outcomes-hosb0917.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf)

### **Anti-social behaviour**

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

[www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables)

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same quality assurance as the main recorded crime collection.

Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

## **Domestic abuse**

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules<sup>21</sup> to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

Further information about the domestic abuse statistics and recent releases is available from:

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017)

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged. The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

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<sup>21</sup> Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

## **Organised crime groups (OCGs)**

These data were collected directly from all 43 geographic police forces in England and Wales. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

As at 1 July 2017 City of London Police had recorded 46 OCGs. However during the inspection we found that only six OCGs were within the force's geographical area and the remaining 40 were part of the National Fraud Intelligence Bureau's remit.

## **Figures in the report**

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections. More details about our risk-based approach can be found here:

[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

### **Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017**

These data were collected directly from all 43 geographic police forces in England and Wales. HMICFRS collected data on anti-social behaviour powers, including:

- criminal behaviour orders;
- community protection notices;
- civil injunctions;
- dispersal orders.

Together these powers form the anti-social behaviour (ASB) powers considered in this report.

The Crime and Policing Act 2014 introduced ASB powers which can be applied by both local authorities and the police. The ASB powers data provided in this report covers police data. Therefore, results should be treated with caution as they may not include instances where local authorities exercised these powers.

When viewing this data the reader should be aware of the following:

- Bedfordshire Police, Greater Manchester Police and the Metropolitan Police Service were unable to provide data on anti-social behaviour powers as the data are not held centrally within each force.

- Greater Manchester Police was unable to provide any 2016 ASB use of powers data. Greater Manchester Police intends for its new integrated operational policing system to incorporate recording of ASB powers.
- Suffolk Constabulary was only able to provide data for the southern area of the force in 2017. Therefore its data are excluded.
- The forces highlighted above are not included in the figure or in the calculation of the England and Wales rate.
- Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data.
- Gloucestershire Constabulary and Hertfordshire Constabulary were unable to obtain data regarding the number of civil injunctions as their local authorities lead the application of these.
- Humberside Police was unable to provide data on community protection notices and civil injunction notices as its local authorities lead the application of these. The force does not collect data on criminal behaviour orders and dispersal orders.
- Merseyside Police was unable to provide data on dispersal orders as these orders are attached to individual crime files.

**Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017**

Please see 'Recorded Crime and Crime Outcomes' above.

Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore, these forces' data are not included in the figure.

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded.

**Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017**

Please see 'Domestic abuse' above.

- The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMICFRS evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the reader should be aware of the following:

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.
- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

When viewing domestic abuse arrest data for 2016, the reader should be aware of the following:

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.
- Lancashire Constabulary had difficulty in identifying all domestic abuse-flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

### **Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017**

Please see 'Organised crime groups' above.

Organised crime group data from City of London Police are not comparable with other forces. Therefore, its data are not included in the figure.

For data relating to 2016 the number of OCGs in Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per 1 million population rate is based upon their areas' combined population. For the 2017 data Warwickshire Police and West Mercia Police force split their OCGs into two separate force areas.